



Legislation Text

File #: 19-640, Version: 1

PLANNING AND ZONING COMMISSION AGENDA ITEM

ACTION REQUESTED:

Conduct the public hearing to consider a conditional use in the B4 (Downtown Core) District to establish the Main Street Promenade Phase III PUD, and approve a Preliminary PUD Plat with deviations to reduce the parking requirements for multiple-family residential dwelling units, increase the maximum permitted FAR, and increase the maximum permitted setbacks (Main Street Promenade Phase III) - PZC 19-1-040

DEPARTMENT: Transportation, Engineering and Development

SUBMITTED BY: Sara Kopinski, AICP

BOARD/COMMISSION REVIEW:

Official notice for the public hearing for PZC 19-1-040 was published in the Naperville Sun on June 3, 2019.

BACKGROUND:

The subject property consists of approximately 0.83 acres located at the southwest corner of Main Street and Benton Avenue. The property is currently vacant and zoned B4 (Downtown Core) PUD. The petitioner proposes developing the property with a five story, mixed use building that surrounds an on-site parking deck. As part of the development proposal, the petitioner requests approval of: revocation of the Planned Unit Development for the Main Street Promenade Addition property (Ordinances 08-221; 08-222; and 08-223); a conditional use to establish the Main Street Promenade Phase III PUD, with deviations to the permissible floor area ratio, required setbacks along the west property line, and required parking; a preliminary subdivision plat consolidating multiple lots into one lot; and, approval to buy into the downtown parking special service area relative to the development's first floor commercial component.

The subject property is located within the study boundaries of the City's [Naperville Downtown 2030 \(2011\)](https://www.naperville.il.us/contentassets/7fed1bf2ba19496fa9a037f019616748/cmp-naperville-downtown2030.pdf) <<https://www.naperville.il.us/contentassets/7fed1bf2ba19496fa9a037f019616748/cmp-naperville-downtown2030.pdf>> (Downtown Plan) plan, and is governed by the plan's specific goals and recommendations to maintain the vibrancy of downtown and further enhance its desired character. Staff finds the petitioner's proposal to be consistent with the recommendations of the Downtown Plan and is supportive of the petitioner's requests.

DISCUSSION:

Items for City Council Consideration

The petitioner proposes revocation of the Main Street Promenade Addition PUD and approval to buy into the downtown parking special service area as key elements of the development proposal. These specific requests are not reviewed by the Planning & Zoning Commission, but information is provided

for reference. City Council will consider both requests at subsequent public meetings.

Revocation of the Main Street Promenade Addition PUD

The subject property is currently part of the Main Street Promenade Addition PUD, established in 2008 per Ordinances 08-221, 08-222, and 08-223. This prior PUD approval anticipated a mixed-use building with retail on the first floor and offices on the upper floors. Following the approvals for the Main Street Promenade Addition PUD, no final plat of subdivision was ever approved or recorded, no development fees were paid, and no further activity took place on the subject property. At this time, the petitioner is seeking to revoke the Main Street Promenade Addition PUD as it relates to the subject property, allowing the land to be governed by new ordinances pertaining to the Main Street Promenade Phase III PUD.

Section 6-4-8 (Effective Period of Planned Unit Development)

https://library.municode.com/il/naperville/codes/code_of_ordinances?nodeId=TIT6ZORE_CH4PLUNDE_6-4-8EFPEPLUNDE of the Municipal Code permits the City Council or the owner of the parcel of land on which the PUD is to be constructed to apply for revocation of the planned unit development. The petitioner's request meets the required conditions for revocation of the Main Street Promenade Addition PUD as it relates to the subject property. Staff finds the proposed revocation appropriate and is supportive of the request.

Downtown Parking SSA Buy-in

The subject property is located within the boundaries of the downtown SSAs pertaining to parking. However, due to a lack of final approvals and associated development fees, as well as the property's vacancy, the property has not contributed to SSA payments to date. With the first floor of the proposed development being reserved for commercial/non-residential uses, the petitioner seeks to buy into the SSA and receive the parking benefits associated with it. Upon approval of the requested "buy-in", the non-residential components of the development may be able to provide a payment in lieu of Code required parking. On-site parking will continue to be required for the residential units proposed.

Should the City Council grant the subject property approval of a payment in lieu of providing parking and the SSA expansion be accordingly approved, the property will be included in, and contribute to, all current special service areas by amending the boundaries in accordance with current statutory requirements. Staff is supportive of the proposed SSA buy-in for the subject property.

The petitioner's development proposal assumes Council approval of the payment in lieu. Should City Council not grant this request, the petitioner will be required to redesign their development to accommodate the required parking on-site.

Conditional Use to Establish a Planned Unit Development (PUD) & Preliminary PUD Plat

Establishment of a PUD for Main Street Promenade Phase III will effectively regulate development of the property and help promote each of the design standards and criteria identified in [Section 6-4-3 \(Design Standards and Criteria\)](#)

https://library.municode.com/il/naperville/codes/code_of_ordinances?nodeId=TIT6ZORE_CH4PLUNDE_6-4-3DESTCR of the Municipal Code. The petitioner requests

approval of a conditional use to establish a PUD and a Preliminary PUD Plat to develop a five story, mixed-use building within the downtown. Commercial uses are planned for the first floor, and floors two thru five will consist of multi-family residential dwelling units.

The Municipal Code identifies that the objective of a PUD is to encourage a higher level of design and amenity than is possible to achieve under otherwise applicable zoning regulations. A PUD is intended to permit and encourage flexibility so long as the design criteria identified in [Section 6-4-3 \(Planned Unit Developments/Design Standards and Criteria\)](https://library.municode.com/il/naperville/codes/code_of_ordinances?nodeId=TIT6ZORE_CH4PLUNDE_6-4-3DESTCR) of the Municipal Code are met. The proposed Main Street Promenade Phase III will feature on-site amenities including a courtyard with a pool and barbecue area, and building elevations that incorporate an arcade over the existing alleyway and accentuated corner and apartment lobby entrances. Staff believes that the proposed design and amenities satisfy the intent of the City's PUD standards.

Outdoor Common Area and Site Amenities

The subject property is currently zoned B4 (Downtown Core). Within the B4 zoning district, mixed use PUDs are not subject to minimum outdoor common area percentage requirements if they incorporate common area or site amenity features that achieve other purposes. Main Street Promenade Phase III achieves these through the proposed installation of a streetscape that meets the City's streetscape standards, and on-site amenities including an outdoor courtyard with a pool and barbecue area.

Findings of Fact

The petitioner's responses to the Standards for Granting a Planned Unit Development can be found in the attachments. Upon review, staff agrees with the petitioner's Findings and recommends their adoption by the Planning and Zoning Commission.

Requested PUD Deviations

- **Parking:** The petitioner has requested a deviation to [Section 6-9-3 \(Schedule of Off Street Parking Requirements\)](https://library.municode.com/il/naperville/codes/code_of_ordinances?nodeId=TIT6ZORE_CH9OFSTPA_6-9-3SCOFSTPARE) of the Naperville Municipal Code to allow for a reduced parking ratio for the residential portions of the development. Section 6-9-3:1 of the Code requires multiple-family dwellings to have a parking ratio of two parking spaces per dwelling unit plus 0.25 guest parking spaces per unit, for a total of 2.25 parking spaces per dwelling unit. This ratio would require the petitioner to provide 162 on-site parking spaces for the 72-unit building. 144 of the parking spaces would be required for the residents living there, and 18 additional spaces would be required for guest parking.

The petitioner proposes a site plan with 120 parking spaces and requests approval of a parking variance that eliminates the need for 42 additional parking spaces. 112 parking spaces are to be assigned to residents and 8 parking spaces are to be reserved for guests. A summary table of Naperville requirements versus the proposed parking numbers for Main Street Promenade Phase III is provided on the next page:

NAPERVILLE REQUIREMENTS			MAIN STREET PROMENADE PHASE III	
	# of spaces per unit	Total # of spaces	# of spaces per unit	Total # of spaces
Overall Parking	2.25	162	Overall Parki1.67	120
Resident Parking	2.0	144	Resident Park1.56	112
Guest Parking	0.25	18	Guest Parking0.1	8

The purpose of the City's parking requirement is to ensure that adequate parking is provided to meet demand. To support the requested variance, the petitioner has submitted a detailed parking study that compares the City's parking requirements to other Illinois suburbs, U.S. Census Bureau data, and comparable residential developments. This data indicates that the proposed parking ratio of 1.67 parking spaces for dwelling unit significantly surpasses the parking needs of the average renter-occupied, multiple-family residential dwelling unit proximate to alternative transportation options in an urban setting. Furthermore, the petitioner has committed to restricting one-bedroom units to one parking space, and two and three-bedroom units to two parking spaces. This ensures that larger units with the potential for multiple people to live in them will maintain a parking ratio of 2 parking spaces per unit. Staff is supportive of the requested parking deviation subject to the condition that non-guest parking spaces are formally assigned/reserved to each unit and that a ratio of 0.1 guest parking spaces per dwelling unit continues to be maintained. The petitioner agrees with this condition.

Findings of Fact

The petitioner's responses to the Standards for Approving a PUD Deviation can be found in the attachments. Upon review, staff agrees with the petitioner's Findings and recommends their adoption by the Planning and Zoning Commission.

- **Floor Area Ratio:** The petitioner has requested a deviation to [Section 6-7D-8 \(Height Limitations/Bulk Regulations\)](#) https://library.municode.com/il/naperville/codes/code_of_ordinances? of the Naperville Municipal Code to allow for a floor area ratio (FAR) of 3.1. The proposed deviation increases the maximum permitted FAR from 2.5 to 3.1. Staff is supportive of the requested deviation, noting that the overall height of the building is 59 feet (which complies with the B4 district's maximum height of 60 feet), and that required setbacks have been increased along the western property line where the subject property is adjacent to residential. The larger setback increases separation between the differing land uses and helps mitigate any perceived negative impacts of additional building bulk. Staff concurs with the petitioner that the requested deviation does not undermine the intent of the B4 district for these reasons, and finds the design of the development to be compatible with adjacent properties.

Findings of Fact

The petitioner's responses to the Standards for Approving a PUD Deviation can be found in the attachments. Upon review, staff agrees with the petitioner's Findings and recommends their adoption by the Planning and Zoning Commission.

- **Increase in Maximum Setback:** [Section 6-7D-7 \(Yard Requirements\)](#) <https://library.municode.com/search?statId=13&clientId=3470&searchText=6-7d-> of the Municipal Code specifies that for new construction in the B4 district, the setback shall be no greater than 6 feet from any property line. The goal of this requirement is to maintain a

dense development pattern and active streetwall within the downtown. The petitioner proposes increasing the maximum permitted setback of 6 feet to a setback of 10 feet and 7 inches. This larger setback is proposed along the subject property's western property line, adjacent to Benton Terrace. Given the residential nature of the Benton Terrace development, and the 10-foot setback that Benton Terrace maintains along the shared property line, staff finds the petitioner's proposal to be reasonable. Staff is supportive of the deviation due to consistency with the adjacent property's setback and the additional separation it provides between Main Street Promenade Phase III and Benton Terrace.

Findings of Fact

The petitioner's responses to the Standards for Approving a PUD Deviation can be found in the attachments. Upon review, staff agrees with the petitioner's Findings and recommends their adoption by the Planning and Zoning Commission.

Preliminary Plat of Subdivision

In conjunction with the rezoning and establishment of the Main Street Promenade Phase III PUD, the petitioner requests approval of a preliminary plat of subdivision. The proposed subdivision consolidates multiple lots into one lot zoned B4 (Downtown Core). Staff finds that the proposed preliminary plat of subdivision for Main Street Promenade Phase III meets all technical requirements for approval.

Building Elevations

The petitioner has worked with staff to refine the building elevations and ensure they are consistent with the high-quality character desired in the downtown. Main Street Promenade Phase III utilizes a traditional architectural style, comprised predominantly of modular brick with cast stone accents and synthetic stucco with scoring for visual interest on upper floors. A cast stone corner enhancement has been provided on the northeast building façade, as well as around the apartment lobby entrance to distinguish it on the north elevation. An arcade is visible on the east elevation to provide continuous alley access. The proposed building height is 59 feet, which complies with the downtown's height limitations.

Landscape Plan

The proposed landscape plan is consistent with the City's downtown streetscape standards, and includes consistent paving treatments, street furniture, and planters with street trees and annual plantings. Staff is supportive of the landscape plan as proposed.

Key Takeaways

- The petitioner requests revocation of the Planned Unit Development for the Main Street Promenade Addition property (Ordinances 08-221; 08-222; and 08-223) and approval to buy into the downtown parking special service area relative to the first floor commercial component. These requests will be considered by City Council at subsequent public meetings.
- The petitioner requests approval of a conditional use to establish the Main Street Promenade Phase III PUD, with deviations to the permissible floor area ratio, required setbacks along the west property line, and required parking. Staff finds each of these requests meet the required standards.
- The petitioner requests approval of a preliminary plat of subdivision to consolidate multiple lots into one lot. Staff finds that the proposed subdivision meets all technical requirements for

approval.

- Staff is supportive of the proposed development on the subject property and finds it to be consistent with the City's Downtown 2030 Plan.